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SUBJECT: DRAFT POSITION PAPER FOR FAO COUNCIL, 64TH
SESSION, NOVEMBER 18-29

FODAG PASS PLACKE

1. STATE AND USDA HAVE AGREED ON A PRELIMINARY DRAFT
POSITION PAPER ON AGENDA ITEM 7A: INTERNATIONAL UNDERTAKING
ON WORLD FOOD SECURITY. THIS DRAFT HAS PROVISIONAL
APPROVAL SUBJECT TO FURTHER AMENDMENTS FOR THE PURPOSE OF
TAKING INTO ACCOUNT DECISIONS AND ACTIONS RESULTING FROM
THE WFC. TEXT FOLLOWS (OMITTING PROBLEM AND DISCUSSION
SECTIONS): A. THE U.S. IS PREPARED TO AGREE TO COUNCIL
ENDORSEMENT OF THE UNDERTAKING IN ITS PRESENT FORM AND THAT
THE COUNCIL REQUEST THE DIRECTOR-GENERAL TO TRANSMIT THE
UNDERTAKING TO ALL MEMBER NATIONS AND ASSOCIATE MEMBERS OF
THE FAO, INVITING THEM SIGNIFY THEIR READINESS TO ADHERE TO
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THE POLICIES AND PROCEDURES SET FORTH IN THE UNDERTAKING.

THE DELEGATION SHOULD REAFFIRM U.S. SUPPORT FOR THE OBJECTIVE OF THE UNDERTAKING, NAMELY, CREATION OF AN INTERNATIONAL SYSTEM OF NATIONALLY-HELD GRAIN RESERVES, DESIGNED TO COVER BOTH EMERGENCY ASSISTANCE REQUIREMENTS AND TO PROVIDE A LARGER CUSHION AGAINST SUPPLY INSTABILITY IN COMMERCIAL MARKETS THAN NOW EXISTS. SIMPLY STATED, THE COMMON AIM IS A LEVEL OF CEREAL STOCKS CARRIED BY NATIONS WHICH, IN THE AGGREGATE PROVIDE A REASONABLE LEVEL OF WORLD

FOOD SECURITY. THE SYSTEM WILL WORK BEST IF NATIONS ARE RESPONSIBLE FOR MANAGING THEIR RESERVES. RESERVES WIDELY HELD AMONG VARIOUS COUNTRIES SHOULD SERVE TO DIMINISH THE DESTABILIZING PRICE EFFECTS OF LARGE PURCHASES OR OF SPECULATION IN THE COMMODITY MARKETS.

B. THE INTEGRITY OF THE UNDERTAKING AS PRESENTLY DRAFTED SHOULD BE MAINTAINED. THE DELEGATION MAY, IF NECESSARY, AGREE TO PROPOSED MINOR CHANGES WHICH IT CONSIDERS ACCEPTABLE, BUT SHOULD RESIST CHANGES IN SCOPE ON MAJOR POINTS OF SUBSTANCE. IN PARTICULAR, THE DELEGATION MAY NOT AGREE TO ADDITIONAL AMENDMENTS BROADENING THE OBLIGATIONS RELATING TO FOOD AID AND DEVELOPMENTAL ASSISTANCE, NOR TO EVALUATION OF LEVELS OF FOREIGN ASSISTANCE, FINANCIAL COMMITMENTS, TRADE POLICIES, NOR TO THE CREATION OF AN INTERNATIONALLY-MANAGED EMERGENCY STOCKPILE. THE UNITED STATES CONSIDERS THAT THESE ARE MATTERS TO BE TAKEN UP IN OTHER FORUMS, INCLUDING THE FORTHCOMING MTN'S.

C. THE PROPOSED UNDERTAKING, AS IT HAS EVOLVED, AND THE PROCEDURE SUGGESTED BY THE FAO SECRETARIAT FOR ITS ADOPTION WOULD CREATE AN INTERNATIONAL AGREEMENT WHICH MAY GIVE RISE TO INTERNATIONAL LEGAL OBLIGATIONS. ALTHOUGH THOSE OBLIGATIONS ARE VERY GENERAL AND, IN MOST CASES, QUALIFIED BY PRECATORY LANGUAGE, COMMITMENTS TO ADOPT MEASURES TO ASSIST DEVELOPING COUNTRIES (PARA. 2) AND TO MAKE SUPPLIES AVAILABLE FOR EXPORT AT REASONABLE TERMS (PARA. 4) MAY REQUIRE CONGRESSIONAL APPROVAL. IN ORDER TO AVOID BINDING OBLIGATIONS, THE DELEGATION SHOULD SUPPORT A REVISION OF THE DRAFT COUNCIL (CCP 74/31 ANNEX 1). THE NECESSARY REVISIONS OF THE DRAFT RESOLUTION ARE AS FOLLOWS. (NOTE: LIMITED OFFICIAL USE

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THE BRACKETED LANGUAGE SHOULD BE DELETED AND REPLACED BY THE UNDERLINED WORDS): THE COUNCIL: "1. (ADOPTS) ENDORSES THE INTERNATIONAL UNDERTAKING ON WORLD FOOD SECURITY AS RECOMMENDED BY THE COMMITTEE ON COMMODITY PROBLEMS AND ATTACHED HERETO AS ANNEX I." "2. REQUESTS THE DIRECTOR-GENERAL TO TRANSMIT THIS RESOLUTION AND THE INTERNATIONAL UNDERTAKING ON WORLD FOOD SECURITY TO (1) ALL MEMBER NATIONS AND ASSOCIATE MEMBERS ON FAO, INVITING

THEM TO SIGNIFY (THEIR ADHERENCE TO THE UNDERTAKING) HB3
THEIR READINESS TO ADHERE TO THE POLICIES AND PROCEDURES
SET FORTH IN, THE INTERNATIONAL UNDERTAKING; AND (II).."

D. THE DELEGATION MAY NOTE THAT THE SECRETARIAT'S PRO-
POSAL REGARDING THE FUNCTIONS AND FORM OF INTERGOVERNMENTAL
"MACHINERY" TO CARRY OUT AND COORDINATE AN INTERNATIONAL
SYSTEM OF GRAIN RESERVES, AS PRESENTED IN DOCUMENT CCP
74/31, IS ONE OF SEVERAL SUGGESTIONS THAT ARE NOW BEFORE
THE INTERNATIONAL COMMUNITY.

E. IN THIS CONNECTION SECRETARY KISSINGER PROPOSED IN
HIS SPEECH TO THE WORLD FOOD CONFERENCE THAT THE CONFER-
ENCE ORGANIZE A "RESERVES COORDINATING GROUP TO NEGOTIATE
A DETAILED AGREEMENT ON AN INTERNATIONAL SYSTEM OF
NATIONALLY-HELD GRAIN RESERVES AT THE EARLIEST POSSIBLE
TIME." THE GROUP WOULD INCLUDE ALL THE MAJOR EXPORTERS
AS WELL AS THOSE WHOSE IMPORT NEEDS ARE LIKELY TO BE
GREATEST. AS APPROPRIATE, THE DELEGATION SHOULD WORK TO
ACHIEVE THE WIDEST POSSIBLE SUPPORT BY OTHER DELEGATIONS
FOR SECRETARY KISSINGER'S PROPOSAL AND INSURE THAT FOLLOW
UP ARRANGEMENTS FOR THE INTERNATIONAL UNDERTAKING ARE
FULLY COMPATIBLE WITH THE U.S. PROPOSAL ON RESERVES. AT
THE TIME THIS POSITION PAPER WAS BEING PREPARED, AN ELA-
BORATION OF THIS PROPOSAL AND ITS PRECISE RELATIONSHIP TO
THE UNDERTAKING ON WORLD FOOD SECURITY WAS NOT AVAILABLE.
THE DELEGATION WILL THEREFORE HAVE TO BE GUIDED BY FURTHER
DEVELOPMENTS IN THE WFC WITH REGARD TO SECRETARY
KISSINGER'S PROPOSALS AND THE POLICY EVOLUTION WITHIN THE
U.S. DELEGATION TO THE WFC.

F. OUR FINAL POSITION WILL HAVE TO TAKE INTO ACCOUNT
RECOMMENDATIONS ADOPTED AT THE WFC. DISCUSSION FOR IM-
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PLEMENTATION OF THE UNDERTAKING WILL PROBABLY INCLUDE
THE FAO PROPOSAL FOR THE CREATION OF A COMMITTEE ON FOOD
SECURITY COMPOSED OF JOINT FAO/IWC MEMBERSHIP OR SOME
OTHER SIMILAR PROPOSAL. ON THESE AND OTHER PROPOSALS
SUBSEQUENT INSTRUCTIONS WILL HAVE TO BE DEVELOPED TAKING
INTO ACCOUNT THE RECOMMENDATIONS BY THE WFC AND AS MAY BE
PRESENTED TO THE COUNCIL BY THE FAO SECRETARIAT. IF CON-
SENSUS IS LACKING ON SPECIFIC PROPOSALS ACCEPTABLE TO THE
U.S., THE DELEGATION MAY AGREE TO POSTPONE ANY DECISION ON
IMPLEMENTING MACHINERY.

G. THE U.S. SUPPORTS THE FAO PROPOSALS FOR A FOOD IN-
FORMATION AND EARLY WARNING SYSTEM AND URGES ALL
COUNTRIES TO MAKE MAXIMUM INFORMATION FREELY AVAILABLE.
THE US RECOGNIZES THAT INFORMATION ON CROP PRODUCTION

AND HARVEST PROSPECTS, WEATHER, AGRICULTURAL INPUTS, DISTRIBUTION, STOCK LEVELS, EXPORT SUPPLIES, IMPORT REQUIREMENTS AND PRICES IS AN ESSENTIAL PART OF A SYSTEM OF INTERNATIONAL GRAIN RESERVES. THE U.S. ALSO RECOGNIZES THE DIFFICULTIES AND IMPLICATIONS WHICH ARE INHERENT IN SUPPLYING OR RELEASING SUCH INFORMATION AND CONCURS WITH THE WORKING PARTY RECOMMENDATION THAT THE USE OF THIS DATA SUPPLIED SHOULD BE RESTRICTED TO GOVERNMENTS ADHERING TO THE UNDERTAKING. THE FOOD INFORMATION SYSTEM WILL ALSO BE A TOPIC OF DISCUSSION, RESOLUTION VI, AT THE WFC AND FOLLOWING THE CONFERENCE ADDITIONAL INSTRUCTIONS MAY BE SUPPLIED.

H. THE U.S. DELEGATION SHOULD SUPPORT THE SUGGESTION THAT FAO CONVENE A PANEL OF EXPERTS ON CEREAL STOCK POLICIES TO EXAMINE IN DETAIL TECHNICAL PROBLEMS. THE U.S. SHOULD URGE THAT COUNTRIES SUPPLY EXPERTS WITH A HIGH LEVEL OF SENIORITY AND EXPERIENCE. THE DELEGATION MAY INDICATE THAT THE UNITED STATES IS PREPARED TO PARTICIPATE IN THE EXPERT MEETING NOW SCHEDULED TO BE HELD FEBRUARY 24-27, IN ROME. KISSINGER

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